

## **PURPOSE OF THE CITY HOUSING ELEMENT & FAIR SHARE PLAN**

The Master Plan Housing Element provides recommendations for the future development, rehabilitation and improvement of housing in the City of Vineland. The City of Vineland has prepared this Master Plan Housing Element in accordance with the requirements of the New Jersey Municipal Land Use Law and the State Fair Housing Act.

The Municipal Land Use Law, N.J.S.A. 40:55D-1 et seq., requires that the City Master Plan include a Housing Element in order for the municipality to exercise the power to zone and regulate land use. The Housing Element and Fair Share Plan are adopted by the City Planning Board and endorsed by the City Council prior to the submission of a City petition to the New Jersey Council on Affordable Housing (COAH) for substantive certification of the Housing Element and Fair Share Plan pursuant to N.J.A.C. 5:97-3. The Housing Element and Fair Share Plan are drawn to achieve the goal of meeting the City obligation, as determined and imposed by COAH, to provide for a fair share of the regional need for affordable housing for low and moderate income households.

This Housing Element and Fair Share Plan addresses the planning requirements of the latest version of the Substantive Rules of the New Jersey Council on Affordable Housing for the period beginning on January 1, 2004 (N.J.A.C. 5:97). The City of Vineland has prepared this Housing Element and Fair Share Plan to achieve the goal of providing affordable housing to meet the City's total 1987-2018 affordable housing obligation as determined by COAH. The City affordable housing obligation is comprised of the City's 1987-1999 affordable housing fair share (the first and second round fair share), an estimated growth share determined by COAH for the period 2004 to 2018 (the third round growth share), and a rehabilitation share of existing housing in substandard condition based on COAH estimates.

The Housing Element and Fair Share Plan recommends that the City place a high priority on the rehabilitation and improvement of housing in the center of Vineland as part of the City's redevelopment efforts. It further recommends that City housing policy encourage owner-occupied dwelling units and single-family home ownership. The City should provide

## **Housing Element and Fair Share Plan, City of Vineland ~ December 2008**

### *Vineland Master Plan*

opportunities for mixed-use residential/commercial development. Despite the fact that the City has reached its maximum COAH credits for age-restricted housing, the community need lies there and the City should allow for the development of additional age-restricted housing at densities and in locations consistent with the recommendations of the Master Plan Land Use Plan Element.

The Housing Element finds that eight per cent (8%) of the City housing stock is mobile homes and that Vineland has five per cent (5%) of all the mobile homes in the State of New Jersey. Statewide, one (1%) percent of the State's housing stock is mobile homes. Vineland has provided more than sufficient opportunities for mobile homes and addressed any need for mobile homes. The Housing Element recommends that there be no further mobile home development in the City of Vineland.

## **BACKGROUND**

The City of Vineland provides a wide variety of housing opportunities, including significant amounts of affordable housing as evidenced by the fact that an estimated 43.7% of the City's households are low- or moderate-income.<sup>1</sup> Although the predominant housing type in the City is the single-family detached dwelling, the City housing stock is diverse. Based on the 2000 Census, Vineland has 5% of all the mobile homes in the State of New Jersey. The City, through the Vineland Housing Authority (VHA), has developed rental housing for families, the elderly, and the disabled. Many of those units do not qualify as affordable by COAH definitions, however, because they don't have restrictions in place for a long enough period of time or because they were built outside of COAH's narrow windows for counting such properties as affordable.

---

<sup>1</sup> Low and moderate income limits are set by COAH based upon household size. COAH adjusts the limits annually by region. Low income households make 50% or less of median household income for households of the same size. Moderate income households make more than 50% but less than 80% median household income for households of the same size. Vineland is in Housing Region 6, which consists of Atlantic, Cape May, Cumberland, and Salem counties.

## **Housing Element and Fair Share Plan, City of Vineland ~ December 2008**

### *Vineland Master Plan*

Additionally, the City, through its Community Development Program, offers programs to rehabilitate and improve existing housing and promote home ownership. Other housing opportunities are provided in the City through private developers and through the Section 8 program.

In addition to single-family, detached dwellings, the City housing stock includes significant numbers of the following other types of dwelling units.

- Duplexes
- Multi-family dwellings
- Supportive and Special Needs housing
- Housing for the disabled
- Age-restricted housing
- Assisted living
- Public housing
- Section 8 housing
- Mobile homes

### **COAH Certification of Prior City Plans**

COAH initially granted substantive certification to the Vineland Housing Element and Fair Share Plan on February 3, 1993 for the first round (1987 to 1993) of fair share housing. COAH certified the City's first round plan determining that Vineland was entitled to 246 prior cycle credits for the new construction of affordable housing from 1980 to 1986.

In order to maintain a current housing plan and COAH substantive certification for the Second Round, the City adopted a new Housing Element and Fair Share Plan on January 12, 2000.

COAH granted substantive certification on April 5, 2000. The plan addressed the City's Second Round (1987 - 1999) cumulative fair share obligation. Vineland qualified as an Urban Aid Municipality. Consequently, the City's 1987 to 1999 fair share obligation was limited to an indigenous need for the rehabilitation of 372 substandard lower income housing units. COAH

## **Housing Element and Fair Share Plan, City of Vineland ~ December 2008**

### *Vineland Master Plan*

accepted the City's documentation that Vineland had rehabilitated 331 dwelling units. In addition, COAH determined that the City could continue to take credit for all 246 new construction credits granted to Vineland's first round plan. In addition, COAH determined that Vineland had 17 group homes with a total of 60 bedrooms. In all, COAH determined that Vineland was entitled to credit for the 1987 to the 1999 period for the following 638 units of affordable housing:

<b>City of Vineland</b> 1987 to 1999 Affordable Housing Obligation		
<b><i>Affordable Housing Required</i></b>		<b><i>372</i></b>
<b><i>Affordable Housing Activity</i></b>		<b><i>Completed Units</i></b>
Housing Rehabilitation		331
Luther Acres (Age-Restricted Rental)		100
Esther Olivio Towers (Age-Restricted Rental)		100
Single-family Units		47
Group Homes		60
<b><i>TOTAL PROVIDED</i></b>		<b><i>638 units</i></b>

Vineland generated a surplus of 266 credits against its 1987 to 1999 fair share obligation of 372 lower income units ( $638 - 372 = 266$ ).

## **THE COAH THIRD ROUND RULE**

The New Jersey Council on Affordable Housing (COAH) adopted substantive rules for the Third Round (N.J.A.C. 5:94et seq.) that became effective on December 20, 2004. In response to litigation, they were replaced in June 2008 by N.J.A.C 5:97. As a result of COAH's rules, to receive Third Round substantive certification, the City must prepare a new housing plan to address the future housing obligation of the City to meet COAH's determination of Vineland's fair share of the regional housing need. The rules govern the City obligation to plan and provide affordable housing for the Third Round period from 2004 to 2018. This substantive rule, also known as the Third Round Rule, implements a "growth share" method to calculate the future obligation of the City based upon the actual City growth over the period but the City is required

## **Housing Element and Fair Share Plan, City of Vineland ~ December 2008**

### *Vineland Master Plan*

to plan for the entire projected obligation, as determined by COAH. The Third Round fair share has three components:

- the rehabilitation share, a measure of old, overcrowded, deficient housing that is occupied by low and moderate income households;
- any remaining first and second round obligation for the period from 1987-1999;
- and the “growth share” for 2004 to 2018, which links the actual production of affordable housing with municipal development and growth.

Consequently, the City has prepared this new Housing Element and Fair Share Plan. This plan supersedes and replaces the City Housing Element and Fair Share Plan adopted in March 2006 in response to the Third Round Rule, which has since been amended.

COAH calculates that the City rehabilitation share is four hundred twenty-six (426) units. COAH identifies the remaining City first and second round new construction (1987 to 1999) obligation as zero (0) affordable units. COAH projects that Vineland’s growth share for new construction, both residential and non-residential, for the period 2004 to 2018 will be five hundred and seventy-six (576) affordable dwelling units. COAH's rule permits the City to address its growth share with surplus credits from its prior Fair Share Plan.

This Housing Element and Fair Share Plan presents the required demographic, housing and employment data and the measures that the City will take to address its growth share.

## **MANDATORY CONTENTS OF THE HOUSING ELEMENT**

The essential components of a housing element, as set forth in the State Fair Housing Act (N.J.S.A. 52:27D-310), are the following:

- An inventory of the municipality's housing stock by age, condition, purchase or rental value, occupancy characteristics and type, including the number of units affordable to low and moderate income households and substandard housing capable of being rehabilitated.

## **Housing Element and Fair Share Plan, City of Vineland ~ December 2008**

### *Vineland Master Plan*

- A projection of the municipality's housing stock, including the probable future construction of low- and moderate-income housing through 2018, taking into account, but not necessarily limited to, construction permits issued, approvals of applications for development and probable residential development of lands.
- An analysis of the municipality's demographic characteristics, including but not necessarily limited to, household size, income level, and age.
- An analysis of the existing and probable future employment characteristics of the municipality.
- A determination of the municipality's present and prospective fair share for low and moderate income housing and its capacity to accommodate its present and prospective housing needs, including its fair share for low and moderate income housing.
- A consideration of the lands that are most appropriate for construction of low and moderate income housing and of the existing structures most appropriate for conversion to, or rehabilitation for, low and moderate income housing, including a consideration of lands of developers who have expressed a commitment to provide low and moderate income housing.

In addition, COAH regulations (N.J.A.C. 5:97-2.3) require the following:

- A projection of the City's probable future construction of housing through 2018 as determined by COAH.
- The employment projection for the municipality as determined by COAH.
- The municipality's prior round obligation.
- The municipality's rehabilitation share.
- The projected growth share in accordance with the procedures in N.J.A.C. 5:97-2.4; and
- An inventory of all non-residential space by use group that was fully vacant as of the date of petition, to the extent feasible.

In adopting the Housing Element, the City may provide for its share of low and moderate income housing by means or any technique, or combination of techniques, that provide a realistic opportunity for the provision of its share.

## **Supporting Information and Data**

The supporting information provided in this Housing Element, as required by N.J.A.C. 5:97-2.3(b), includes:

- A copy of the most recently adopted municipal zoning ordinance; and
- A copy of the most up-to-date tax maps of the municipality, electronic if available, with legible dimensions.

## **ANALYSIS OF DEMOGRAPHIC, HOUSING & EMPLOYMENT CHARACTERISTICS**

As required by N.J.S.A.52:27D-310, all housing elements must contain a discussion of the community's demographic, housing and economic characteristics. In fulfillment of this requirement, the following sections profile the City of Vineland with information obtained from the US Census Bureau, the South Jersey Transportation Planning Organization and the New Jersey Department of Labor and Workforce Development.

### **Vineland's Demographics**

The City of Vineland had a population of 56,271 residents at the time of the 2000 US Census. Though this figure represents a 2.7 percent increase over the 1990 US Census population figure of 54,780, it is important to note that when compared with that of Cumberland County, Vineland's population grew relatively slowly during the 1990s. However, in the years following 2000, the City's population growth accelerated. Table 1, as shown below, highlights the comparatively slow rate of growth experienced by the City of Vineland during the 1990s and the subsequent increase after 2000.

**Table 1: Population Trends, 1990-2008**

	<b>1990</b>	<b>2000</b>	<b>2007</b>	<b>% change 1990-2000</b>	<b>% change 2000-2007</b>
<b>City of Vineland</b>	54,780	56,271	58,505	2.7%	4.0%
<b>Cumberland County</b>	138,053	146,438	155,544	6.1%	6.2%

Source: U.S. Census Bureau

## **Housing Element and Fair Share Plan, City of Vineland ~ December 2008**

### *Vineland Master Plan*

Vineland's growth rate for the past seven years exceeds that of the prior decade. Vineland added 1,491 residents during the 1990s, but in the period from 2000 to 2007, an estimated 2,234 residents were added to the population.

As indicated by the South Jersey Transportation Planning Organization's (SJTPO) population projections for the City of Vineland and Cumberland County, the population for the City and the County at large will continue to grow, reaching 2030 populations of 64,796 and 172,300, respectively.

According to the 2000 US Census, the City of Vineland's population is comprised of 19,930 households, with an average household size of 2.7 members. The median age of the City's population is 36.5 years, which is slightly older than that of Cumberland County (35.6 years), but less than that of the State of New Jersey (36.7 years). With regard to the percentage of population aged 65 years and over, Vineland has the highest percentage with 14.2 percent; the percentage of population aged 65 years and over in Cumberland County and the State of New Jersey is 13 percent and 13.2 percent, respectively. In addition, the median household income of Vineland's households is \$40,076, which is significantly less than the respective figure for the State, but more than that of the County. These indicators are exhibited in Table 2:

**Table 2: Demographic Indicators, 2000**

	<b>Number of households</b>	<b>Avg. household size</b>	<b>Median age</b>	<b>% of population ≥ 65 years</b>	<b>Median household income</b>
<b>City of Vineland</b>	19,930	2.70	36.5	14.2%	\$40,076
<b>Cumberland County</b>	49,143	2.73	35.6	13.0%	\$39,150
<b>New Jersey</b>	3,064,645	2.68	36.7	13.2%	\$55,146

Source: U.S. Census Bureau  
Compiled by: T&M Associates

As previously shown, 14.2 percent of Vineland's 2000 population was aged 65 years and over. More detailed information regarding the distribution of Vineland's population among different age cohorts is presented in Table 3:



**Table 3: Population by Age, 2000**

	<b>Number</b>	<b>% of Total</b>
Under 5 Years	3,477	6.2%
5 to 9 Years	4,203	7.5%
10 to 14 Years	4,274	7.6%
15 to 19 Years	3,964	7.0%
20 to 24 Years	3,194	5.7%
25 to 34 Years	7,664	13.6%
35 to 44 Years	8,654	15.4%
45 to 54 Years	7,747	13.8%
55 to 59 Years	2,849	5.1%
60 to 64 Years	2,269	4.0%
65 Years and Older	7,976	14.1%

Source: U.S. Census Bureau  
Compiled by: T&M Associates

### **Vineland's Housing Stock**

The housing stock characteristics in the City of Vineland include the number and type of housing units, occupancy/household characteristics, age (the year the structure was built), condition of units, purchase or rental value of units, units affordable to low and moderate income households, and rate of construction. Table 4, located on the next page, lists these characteristics:

**Housing Element and Fair Share Plan, City of Vineland ~ December 2008**  
*Vineland Master Plan*

**Table 4: Housing Characteristics, 2000**

	<b>Number</b>	<b>% of Total</b>
<b>I. Housing Units</b>		
Number of units	20,958	100.0%
Occupied housing units	19,930	91.0%
Number of units in 1990	18,732	100.0%
Vacant housing units	1,028	9.0%
<b>II. Occupancy/Household Characteristics</b>		
Number of occupied household	19,930	100.0%
Persons per household	2.70	N/A
Family households	14,201	71.3%
Non-family households	5,729	28.7%
Households 65 and over	2,225	11.2%
<b>III. Year Structure Built</b>		
1999 to March 2000	289	1.4%
1995 to 1998	1,088	5.2%
1990 to 1994	1,003	4.8%
1980 to 1989	2,116	10.1%
1970 to 1979	3,986	19.0%
1960 to 1969	3,909	18.7%
1940 to 1959	5,258	25.1%
1939 or earlier	3,309	15.8%
<b>IV. Condition of Units</b>		
Lacking complete plumbing facilities	132	0.7%
Lacking complete kitchen facilities	79	0.4%
<b>V. Home Value (Owner-Occupied Units)</b>		
\$300,000 and up	109	1.0%
\$200,000 to \$299,999	344	3.1%
\$150,000 to \$199,999	1,007	9.1%
\$100,000 to \$149,999	3,578	32.3%
\$50,000 to \$99,999	5,823	52.6%
\$0 to \$50,000	208	1.9%
<b>Median value</b>	\$97,200	N/A
<b>VI. Monthly Rents (Renter Occupied Units)</b>		
\$1,000 and up	369	5.6%
\$750 to \$999	1,420	21.3%
\$500 to \$749	2,872	43.1%
\$200 to \$499	1,229	18.5%
Less than \$200	626	9.4%
No cash rent	146	2.2%
<b>Median rent</b>	\$638	N/A

Source: U.S. Census Bureau  
 Compiled by: T&M Associates

## **Housing Element and Fair Share Plan, City of Vineland ~ December 2008**

### *Vineland Master Plan*

Vineland had a total of 20,958 housing units according to the 2000 US Census. This was an increase of 2,226 units since the 1990 US Census, which reported a total of 18,732 units. Of the total dwellings, 1,028 units were listed as vacant in 2000. In addition, 66.3 percent of the housing units in the City of Vineland were owner-occupied while 33.7 percent were renter-occupied.

According to the 2000 US Census, Vineland had a total of 19,930 households. Of this total, 96 were listed as seasonal, recreational or occasional use households. Of the total number of households, 14,201 were family households (71.3 percent) and 5,729 (28.7 percent) were non-family households. A non-family household consists of a householder living alone or where the householder shares the home exclusively with people to whom he or she is not related. Householders 65 years of age or older accounted for 2,225 (11.2 percent) of the households in Vineland.

Approximately 15.8 percent, or 3,309, of the 20,958 housing units in existence in March 2000, were built prior to 1939. Between 1940 and 1959, a total of 5,258 units were constructed, which accounts for 25.1 percent of the current housing stock. Between 1960 and 1969, 3,909 housing units, or 18.7 percent of the housing stock, were constructed. A total of 3,986 (19.0 percent) housing units were constructed between 1970 and 1979, and between 1980 and 1989, 2,116 (10.1 percent) housing units were constructed. Between 1990 and March 2000, 2,380 or 11.4 percent of the City's housing units were constructed.

Approximately 132 dwellings, or about 0.7 percent, lack complete plumbing facilities, and 6.6 percent of the owner- and renter-occupied units reported overcrowded conditions (1.01 persons or more per room). Also, the US Census indicates that 79 units lack complete kitchen facilities.

The 2000 median value of the owner-occupied housing units in Vineland was \$97,200. Of this total, 208 units (1.9 percent) had a value less than \$50,000, 5,823 units (52.6 percent) had a value between \$50,000 and \$99,000, 3,578 units (32.3 percent) had a value between \$100,000 and \$149,000, 1,007 units (9.1 percent) had a value between \$150,000 and \$199,000, 344 units (3.1 percent) had a value between \$200,000 and \$299,999 and 109 units (1.0 percent) had a value over \$300,000.

## Housing Element and Fair Share Plan, City of Vineland ~ December 2008

### *Vineland Master Plan*

The 2000 median gross monthly rent was \$638 for rental housing units in the City of Vineland. Of the 6,662 renter-occupied units reporting monthly rental rates, 146 units (2.2 percent) had no cash rent; 626 (9.4 percent) had a monthly rate less than \$200; 1,229 units (18.5 percent) had a monthly rate between \$200 and \$499; 2,872 units (43.1 percent) had a monthly rental rate between \$500 and \$749; 1,420 units (21.3 percent) had a monthly rental rate of \$750 - \$999 and 369 units (5.6 percent) had a monthly rental rate of \$1,000 or more.

The City housing stock is varied (Table 5). Although, the predominant type of dwelling unit in Vineland is the single-family detached dwelling unit, two-family structures, multi-family structures and mobile homes are significant components of the City housing stock. Single-family detached dwellings account for 63% of the dwelling units in the City and are the predominant dwelling type in most of the block groups in the City recorded in the 2000 Census. Eight (8) percent of the City's dwelling units are mobile homes. The mobile homes in Vineland account for nearly five (5) percent of the State's total mobile homes. Structures containing two dwelling units constitute 7.7% of the City housing stock. Multi-family structures containing three or more dwellings account for 18.5% of Vineland's housing units. Concentrations of multi-family housing are found in the Census block groups south of Wheat Road and north of Sherman Avenue between Delsea Drive and Lincoln Avenue.

**Table 5: Units in Structure, 2000**

	Number		% of Total	
	Vineland	NJ	Vineland	NJ
<b>Units in Structure</b>				
1-unit, detached	13,205	1,794,967	63.0%	54.2%
1-unit, attaches	613	285,268	2.9%	8.6%
2 units	1,608	331,393	7.7%	10.0%
3 or 4 units	880	223,580	4.2%	6.8%
5 to 9 units	767	160,249	3.7%	4.8%
10 to 19 units	653	161,666	3.1%	4.9%
20 or more units	1,563	318,765	7.5%	9.6%
Mobile home	1,669	33,600	8.0%	1.0%
Boat, RV, van, etc.	0	787	0.0%	0.0%

## Housing Element and Fair Share Plan, City of Vineland ~ December 2008

### *Vineland Master Plan*

Source: U.S. Census Bureau

Compiled by: T&M Associates

With respect to affordability, 73.2 percent of the selected monthly owner costs, as shown in Table 6, are less than 30 percent of 1999 household income. In addition, 50.6 percent of all renters spent less than 30 percent of their household income on their housing. The general criterion for housing affordability is that no more than 30 percent of the gross income should be consumed by housing costs.

**Table 6: Housing Affordability as a Percentage of 1999 Household Income**

	Number	% of Total
<b>Selected Monthly Owner Costs</b>		
< 15%	3,506	31.7%
15% to 19%	1,843	16.7%
20% to 24%	1,579	14.3%
25% to 29%	1,161	10.5%
30% or more	2,892	26.1%
<b>Gross Rent</b>		
< 15%	814	12.2%
15% to 19%	838	12.6%
20% to 24%	766	11.5%
25% to 29%	954	14.3%
30% or more	2,965	44.5%

Source: US Census Bureau

Compiled by: T&M Associates

### **Vineland's Employment Characteristics**

At the time of the 2000 US Census, 27,601, or 63.5 percent, of Vineland's population aged 16 years old and over was engaged in the labor force. Table 7 describes the varied activities of this segment of the population.

**Table 7: Occupation of Employed Civilian Population Aged 16 and Over, 2000**

	<b>Number</b>	<b>% of Total</b>
Management, Professional and Related	6,467	26.3%
Service	4,437	18.0%
Sales and Office	6,045	24.5%
Farming, Fishing and Forestry	488	2.0%
Construction, Extraction and Maintenance	2,378	9.7%
Production, Transportation and Material Moving	4,818	19.6%

Source: US Census Bureau  
 Compiled by: T&M Associates

The two largest occupational groups within the civilian labor force in 2000 were Management, Professional, and Related Occupations, and Sales and Office Occupations. With regard to the income earned by Vineland's households for activity in these and other occupational groups, Table 8 provides the following information:

**Table 8: Household Income, 1999**

	<b>Number</b>	<b>% of Total</b>
Less than \$10,000	1,896	9.5%
\$10,000 to \$14,999	1,482	7.5%
\$15,000 to \$24,999	2,636	13.3%
\$25,000 to \$34,999	2,663	13.4%
\$35,000 to \$49,999	3,236	16.3%
\$50,000 to \$74,999	4,211	21.2%
\$75,000 to \$99,999	1,812	9.1%
\$100,000 to \$149,000	1,359	6.8%
\$150,000 to \$199,999	231	1.2%
\$200,000 or more	350	1.8%
Median Household Income (Dollars)	\$40,076	N/A

Source: US Census Bureau  
 Compiled by: T&M Associates

## **Housing Element and Fair Share Plan, City of Vineland ~ December 2008**

### *Vineland Master Plan*

Per Capita Income within the City in 2000 was \$18,797 while the median household income was \$40,076. A total of 6,014 households reported income of less than \$25,000, or 30.3 percent of the households. A total of 2,663 households reported income between \$25,000 and \$34,999 or 13.4 percent of the households. A total of 3,236 households reported income between \$35,000 and \$49,999 or 16.3 percent. A total of 4,211 reported income between \$50,000 and \$74,999 or 21.2 percent. A total of 1,812 households reported income of \$75,000 - \$99,999 and 1,940 households reported income of \$100,000 or more.

The median household income and the per capita income of the municipal population were less than the median and the per capita income at the State level. With respect to per capita income, Vineland is in the lower quarter of the State's municipalities and ranks 501 out of 566 municipalities (Source: New Jersey Department of Labor and Workforce Development). In addition, Table 8 indicates that a minimum of 43.7 percent of Vineland's households have a low or moderate income and earn less than \$35,971, which is COAH's 2000 moderate income limit for households of three (3) people in Cumberland County.

With regard to growth in employment in Vineland, the South Jersey Transportation Planning Organization has published employment projections. According to the SJTPO projections, there will be 36,112 jobs in Vineland in 2030, a 10.7 percent increase over the number of jobs in Vineland in 2007.

### **Vineland's Affordable Housing Stock**

Vineland has a large inventory of affordable housing produced by public and by non-profit agencies through State and Federal housing programs. The affordable units include family rental housing, family sale units, age restricted rental housing, assisted living facilities, and group homes.

In 2004, the New Jersey Department of Community Affairs (DCA) identified 1,699 affordable dwelling units in Vineland produced through public and non-profit programs. More than 1,000 of those units, however, do not meet current COAH Third Round criteria for earning credits toward

## **Housing Element and Fair Share Plan, City of Vineland ~ December 2008**

### *Vineland Master Plan*

the City's Third Round obligation. Additionally, none of the City's nearly 1,700 mobile home units earns credit toward COAH obligations. The reasons nearly 3,400 units of affordable housing in Vineland generate no COAH credits include:

- units were not constructed during the years designated by COAH as eligible for credit;
- affordability controls are not in place for a long enough period to meet COAH requirements;
- units are age-restricted and the City has reached the maximum of 25% (144 units) of the Growth Share obligation that COAH allows to be met with age-restricted housing.

## **GROWTH SHARE PROJECTION**

COAH has calculated a Third Round Growth Share for each municipality as shown in Appendix F of N.J.A.C. 5:97. COAH's Third Round Growth Share projected for Vineland is 576 units. Per N.J.A.C. 5:97-2.2(d), municipalities are free to conduct their own Growth Share projections to calculate Growth Share obligation provided the municipal projections exceed the projections in Appendix F.

In 2006, the City initiated a build-out analysis as part of the re-examination of the Master Plan. The resultant Master Plan, which was adopted in 2008, down-zoned portions of the City. Because of the zoning changes, limitation on water and sewer capacity and the downturn in the economy, the City anticipates that the rate of growth will decrease.

The City of Vineland has, therefore, elected to prepare this plan based on COAH projections in Appendix F. Therefore the required planning for Round Three compliance is based on a Growth Share obligation of 576 units.

## **Potential to Accommodate Growth**

As noted above, the City has conducted a build-out analysis of its current zoning regulations and the availability of vacant land. Based on this analysis, the City believes that it will be able to accommodate the development anticipated in the growth share projection.



## **SUMMARY OF FAIR SHARE PLAN**

The City's Fair Share Plan is comprised of the checklists for the various compliance mechanisms that the City intends to use to meet its Third Round Rehabilitation and Growth Share obligations. A summary of those mechanisms and their role in meeting COAH obligations follows.

## **REHABILITATION SHARE**

The City's rehabilitation share is 426 units. The City rehabilitates housing through the City Community Development Program. The City will continue its rehabilitation program and rehabilitate 426 or more units in accordance with COAH requirements.

Funding for the Community Development Program's Residential Rehab Program is provided by the U.S. Department of Housing and Urban Development through the Community Development Block Grant (CDBG) and Home Investment Partnerships (HOME) Programs. Community Development coordinates approximately 50 rehabs annually for owner-occupied and rental residential properties.

## **GROWTH SHARE OBLIGATION AND COMPLIANCE PLAN - 2004 TO 2018**

The City's Growth Share Obligation is projected by COAH to be 576 units. No more than 144 units (25%) of the obligation may be age-restricted. At least 25% of the obligation, or 144 units, must be addressed by rental housing. Not more than 50% of the rental units may be age-restricted. Additionally, at least 50% (288 units) of the units must be for low-income residents, low-income being defined as at or below 50% of the Area Median Income, including at least 13% (75 units) that must be for residents who are very low income, that is, at or below 30% of the Area Median Income.

The City will address the 576 unit Growth Share Obligation with the following mechanisms:

- Prior Cycle Credits;
- the Extension of Affordability Controls on existing units;
- adoption of a City Affordable Housing Ordinance and a Development Fee Ordinance to require the construction of affordable housing by developers or payment of development fees or payments in lieu;

## **Housing Element and Fair Share Plan, City of Vineland ~ December 2008**

### *Vineland Master Plan*

- inclusionary zoning in selected areas to increase permitted densities for developers choosing to meet their obligation through on-site construction of affordable units;
- the establishment and administration of an Affordable Housing Trust Fund to support several of the mechanisms proposed for compliance;
- credits for Supportive and Special Needs Housing;
- rental bonus credits;
- bonus credits for units constructed in a Redevelopment Area;
- establishment and administration of a Market to Affordable Program;
- publicly sponsored construction of affordable housing.

### **PRIOR CYCLE CREDITS**

The Vineland Housing Authority (VHA) provides affordable housing for lower-income residents, including families, the elderly, and the disabled. It operates 600 dwelling units and oversees 347 Section 8 Vouchers. In addition, the VHA, through its nonprofit affiliate, the Vineland Housing Development Corporation (VHDC), develops homes for sale to low and moderate income buyers.

The VHA, through its Turnkey III program, initially promoted home ownership for lower income households utilizing an inventory of 194 single family dwellings that it accumulated from 1975 to 1981. The Turnkey III program was one of three such programs in the State. By 2003, the VHA had successfully sold 190 units. Under the 1986 certification, COAH granted credit to 46 units produced by the Turnkey III program. In its 2000 certification, COAH determined that the 46 credits continued to be valid

The only Vineland Housing Authority rental property constructed during the period required by COAH for properties to receive credit is Olivio Towers, a 100-unit, age-restricted development.

In addition, Luther Acres, a 100-unit, privately owned facility, also was granted prior round credits. The City will claim the maximum of 144 units of credit from the age-restricted developments of Olivio Towers and Luther Acres plus 46 credits for the scattered site, single-family detached rental dwellings.

## **EXTENSION OF EXPIRING CONTROLS**

The City claims credit for the extension of expiring controls for one hundred seventy-five (175) units of family rental housing at Vineland Gardens and Walnut Manor Apartments.

## **DEVELOPMENT FEE & AFFORDABLE HOUSING ORDINANCES**

The City will enact a Development Fee Ordinance and an Affordable Housing Ordinance to require that developers address the growth share obligation through inclusionary developments in selected areas, development fees or payments in lieu. The Development Fee Ordinance will reflect the increased obligation brought about by the June 2008 and subsequent changes to COAH's Third Round Rules and requirements for compensatory density allowances for on-site affordable housing construction. The City estimates that the Growth Share requirement will generate one hundred seventy-eight (178) units of affordable housing in the form of inclusionary construction (20 units), off-site construction (130 units, including 33 in the Redevelopment Area), and through efforts to be funded through the Affordable Housing Trust Fund, including some of the off-site construction plus 57 units in a Market-to-Affordable program. As noted, an estimated 33 of the off-site units are projected to be in a designated Area in Need of Redevelopment, resulting in 10 bonus credits for those units.

## **MARKET-TO-AFFORDABLE PROGRAM**

The City proposes to establish and administer a market-to-affordable home ownership program whereby Affordable Housing Trust Fund monies will be used to subsidize the purchase of scattered-site, market-rate housing by COAH-eligible families. It is proposed that 57 units, the maximum permitted amount of 10% of the projected Growth Share Obligation, will be met in this manner.

## **SUPPORTIVE AND SPECIAL NEEDS HOUSING**

The City has twenty-nine (29) group homes for the developmentally disabled.

Twelve of the group homes are owned by the Parents and Friends Association (PAFA). PAFA is a private, not-for-profit volunteer advocacy organization comprised of parents, relatives and

## **Housing Element and Fair Share Plan, City of Vineland ~ December 2008**

### *Vineland Master Plan*

friends of the Vineland Developmental Center (VDC). To assist in providing community residences for VDC residents, PAFA formed a relationship with the VDC in which PAFA builds and renovates homes as group housing and oversees their maintenance. The VDC provides staffing for each house. The first residence was created in 1982. PAFA's 12 group homes contain fifty-five (55) bedrooms.

Seventeen of the group homes are owned by the Vineland Training School. The School, established in 1888, is managed by the Elwyn Institute of Media, Pa. The School's 17 group homes in Vineland contain fifty-five (55) bedrooms. The City assessment records indicate the first group home acquisition by the School was in 1986.

The group homes provide 110 units of credit toward the City fair share new construction obligation and its rental obligation.

### **PARVINS BRANCH TOWNHOUSES**

The City claims rental credit for twenty-four (24) units of family housing constructed with tax credits at the Parvins Branch Townhouses.

### **BONUS RENTAL CREDITS**

The City will take bonus rental credits for exceeding the minimum requirement for affordable rental housing. The minimum requirement is projected to be one hundred forty-four (144) rental units. The City claims the maximum of 50% (72 units) of age-restricted rental units toward the rental requirement. Additionally, the City claims two hundred forty-six (246) credits for rental units for family housing under the scattered-site single-family rental program, the Parvins Branch townhouses, Vineland Gardens and Walnut Manor Apartments. This is a total of 318 units of rental housing. Along with the 110 units of Supportive and Special Needs Housing, this gives the City 428 rental units, which is 284 units above the minimum requirement. Since the maximum rental bonus is 25% of the Growth Share Obligation, the City will claim 144 rental bonus credits.

### **ADDITIONAL CREDITS**

The City reserves the right to identify and document additional credits from any affordable housing in the City that qualifies for credit.

### **CREDITS WITHOUT CONTROLS**

An estimated 43.7% of the City's households are low and moderate income. The City reserves the right to undertake a survey to identify affordable units that are not subject to affordability controls. The City may undertake a survey of housing units built by the private market between 1980 and 1986 prior to the adoption of COAH's initial rules to identify units that are not subject to affordability and occupancy restrictions but are in sound condition and affordable to and still occupied by low- and moderate-income households. Each such unit will qualify, pursuant to COAH's rule, as a credit without controls against the City's fair share obligation. The City reserves the right to identify and claim all eligible credits without controls.

# Housing Element and Fair Share Plan, City of Vineland ~ December 2008

## Vineland Master Plan

### SUMMARY OF GROWTH SHARE COMPLIANCE

The combination of compliance mechanisms proposed by the City will fulfill the City's Growth Share Obligation. This compliance strategy is summarized by the table below.

<b>Growth Share Obligation (2004 – 2018) = 576 units</b>					
<b>Site or mechanism</b>	<b>Compliance units</b>	<b>Toward rental min. of 144</b>	<b>Toward age-restricted max. of 144</b>	<b>Toward low-income min. of 288</b>	<b>Toward very low-income min. of 75</b>
Luther Acres – age-restricted rental	100	72	100		
Esther Olivio Towers – age-restricted rental (100 total units)	44		44		
VHA scattered-site, family rental	46	46			
Extension of Controls – Walnut Manor – family rental	100	100			
Extension of Controls – Spring Gardens – family rental	75	75			
Inclusionary zoning – new on-site – family ownership	20 <sup>A</sup>			20	
Redevelopment area – new – family ownership	33 <sup>B</sup>			28	
100% affordable – existing – Parvin's Branch – family rental	24	24			
100% affordable development – new – family ownership	73 <sup>A</sup>			73	
Market-to-affordable – existing units – family ownership	57 <sup>A</sup>			57	38
Supportive, Special Needs units	110	110		110	37
Redevelopment Bonuses	10				
Rental Bonuses (max. allowed)	144				
<b>TOTAL</b>	<b>836</b>	<b>427</b>	<b>144</b>	<b>288</b>	<b>75</b>

A = All units in this category being created through Development Fee and Affordable Housing ordinances

B = All units except 5 in this category being created through Development Fee and Affordable Housing ordinances

Total proposed units created through Development Fee and Affordable Housing Ordinances = 178, all to meet Low Income and Very Low Income obligations.

## Implementation schedule

[illegible]

## **Workbook A: Growth Share Determination Using Published Data**

(Using Appendix F(2), *Allocating Growth To Municipalities*)

### **COAH Growth Projections**

**Must be used in all submissions**

**Municipality Name:**

**City of Vineland**

Enter the COAH generated growth projections from Appendix F(2) found at the back of N.J.A.C. 5:97-1 et seq. on Line 1 of this worksheet. Use the Tab at the bottom of this page to toggle to the exclusions portion of this worksheet. After entering all relevant exclusions, toggle back to this page to view the growth share obligation that has been calculated. Use these figures in the Application for Substantive Certification.

	<b>Residential</b>	<b>Non-Residential</b>
1 <b>Enter Growth Projections From Appendix F(2) *</b>	1,916	3,091
2 <b>Subtract the following Residential Exclusions pursuant to 5:97-2.4(a) from "Exclusions" tab</b>	<a href="#">Click Here to enter Prior Round Exclusions</a>	
COs for prior round affordable units built or projected to be built post 1/1/04	0	
Inclusionary Development	0	
Supportive/Special Needs Housing	0	
Accessory Apartments	0	
Municipally Sponsored	0	
or 100% Affordable	0	
Assisted Living	0	
Other	0	
Market Units in Prior Round Inclusionary development built post 1/1/04	0	
3 <b>Subtract the following Non-Residential Exclusions (5:97-2.4(b))</b>		
Affordable units	0	0
Associated Jobs		
4 <b>Net Growth Projection</b>	1,916	3,091
5 <b>Projected Growth Share</b> (Conversion to Affordable Units Dividing Households by 5 and Jobs by 16)	383.20 <b>Affordable Units</b>	193.19 <b>Affordable Units</b>
6 <b>Total Projected Growth Share Obligation</b>		576 <b>Affordable Units</b>

\* For residential growth, see Appendix F(2), Figure A.1, Housing Units by Municipality. For non-residential growth, see Appendix F(2), Figure A.2, Employment by Municipality.